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Letter dated 1 January 2013 from the Permanent Representative of Pakistan to the United Nations addressed to the Secretary-General

I have the honour to inform you that during its presidency of the Security Council in January 2013, Pakistan has scheduled an open debate on the subject "United Nations peacekeeping: a multidimensional approach" on Monday, 21 January. In order to help steer the discussions on the subject, Pakistan has prepared the attached concept note (see annex).

I would be most grateful if the present letter and the annex thereto could be circulated as a document of the Security Council.

(*Signed*) Mohammad Masood **Khan**

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Annex to the letter dated 1 January 2013 from the Permanent Representative of Pakistan to the United Nations addressed to the Secretary-General

Concept note for open debate of the Security Council on "United Nations peacekeeping: a multidimensional approach", 21 January 2013

1. As Security Council President for January 2013, Pakistan will convene an open debate on 21 January on "United Nations Peacekeeping: a multidimensional approach".

2. United Nations peacekeeping is one of the most important and effective tools at the disposal of the Security Council in the maintenance of international peace and security. Since May 1948, when the first mission was deployed, peacekeeping has been a key task for the United Nations and a joint endeavour of all Member States to uphold the ideals of collective security under the United Nations flag.

3. Modern-day peacekeeping has progressively evolved and adapted itself to changing demands and circumstances. Now peacekeepers address the challenges of both inter-State and intra-State conflicts. Besides traditional operations comprising truce supervision, peacekeeping missions have become diversified and multidimensional in nature, scope and size. These missions incorporate a complex mix of many elements — military, police and civilian — working together either alone or in collaboration with other actors to implement critical peacebuilding tasks in their integrated mandates, and thereby laying the foundations for sustainable peace.

4. The successful implementation of diversified and multidimensional mandates has enhanced the cost-effectiveness of peacekeeping missions. The current annual outlay of approximately $8 billion for peacekeeping is small compared with global military spending. Resources allocated for individual military operations by non-United Nations entities are significantly higher than the combined United Nations peacekeeping budget. While their roles are distinct, it does bring into comparison the cost-effectiveness of United Nations peacekeeping. Moreover, studies have shown that the presence of a United Nations peacekeeping operation bolsters growth of gross domestic product in conflict-affected areas (particularly in the first three years, on average) and is proven to reduce the likelihood of resurgence of conflict.

5. In multidimensional missions, peacekeeping and peacebuilding activities are mutually reinforcing. Peacekeepers are early peacebuilders and play an important role from inception through the entire life cycle of the Mission. Peacekeeping and peacebuilding are not sequential. In fact, peacekeeping offers a set of critical tools and capacities for peacebuilding. Peacekeeping, either by itself or together with other actors, has contributed to both short-term peacebuilding objectives (by mitigating risk factors and neutralizing conflict drivers) and long-term peacebuilding objectives (by contributing to the building of national capacities and institutions) in different ways.

6. In the five recurring priority areas for peacebuilding identified by the Secretary-General in his 2009 report on peacebuilding in the immediate aftermath of

conflict,[1] United Nations peacekeeping missions have made significant contributions. A summary of the roles assigned to different peacekeeping missions in five priority areas for peacebuilding is given below:

(a) *Support for basic safety and security*. Peacekeeping missions have either directly provided safety and security or undertaken the capacity-building of national security institutions:

- Mine action (as in UNTAC, UNOMIL, UNIFIL, UNMEE, ONUB and UNMIS)
- The disarmament, demobilization and reintegration (DDR) of combatants (as in MONUC, UNMIL, UNAMID, UNMIS, and ONUC)
- Strengthening rule of law and security sector institutions (as in UNMISS, UNMIH, MONUC, MONUSCO and UNOCI — for military reforms) (as in UNTAC, UNTAES, UNAMSIL, UNMIH and MINUSTAH — for police reforms)
- Judicial and corrections support (as in UNMIK, UNTAET, MICAH, MINUSTAH and UNMISS)
- Security sector reforms (as in UNMISS, UNMIT, UNMISET, MONUSCO and UNMIL)
- Extension of State authority (as in UNAMSIL, UNMIL, MINUSTAH and UNOCI)

(b) *Support for the political process, including electoral assistance, inclusive dialogue and reconciliation, and conflict management capacity*. Peacekeeping missions have been providing critical support in this area for the past two decades:

- Electoral assistance (as in UNMISS, UNOCI, MONUSCO and MINUSTAH)
- Supporting national dialogue and reconciliation (as in UNOSOM II, MONUC, UNMIK, UNSMIH and UNOMSIL)
- Supporting national political processes and constitutional processes through advice and assistance to national Governments (as in UNMISS, UNISFA, UNTAC and UNMIT)
- Local conflict resolution mechanisms (as in MINURCAT, UNMIS, UNMISS and UNAMID)

(c) *Support for the provision of basic services*:

- Facilitation of humanitarian assistance, with other actors, through the provision of a safe and secure environment (as in UNAMSIL, UNMIL, UNOCI, UNMIS, UNMISS, UNAMID and MINURCAT)
- Support for internally displaced persons/refugees (as in UNMIK, UNTAES, UNOCI and MINUSTAH)
- Quick-impact projects (construction of roads/bridges, field hospitals by many peacekeeping missions — most notably UNMIL, UNOMSIL and UNAMSIL)

[1] A/63/881-S/2009/304.

(d) *Support for the restoration of core government functions*:

- Consolidation of provisional institutions of administration (as in UNTAC, UNMIK, UNTAES and UNTAET — civil administration)
- Monitoring the normalization of State institutions (as in MONUA)
- Supporting governance and anti-corruption efforts, and improve fiscal management (as in MONUC and UNIOSIL)
- National resources management (as in UNMIL and MONUSCO)

(e) *Support to economic revitalization.* Recent instances in which peacekeeping missions have supported economic revitalization, in close collaboration with development actors, have been in Haiti and Timor-Leste:

- In Haiti, MINUSTAH has provided the coordination of activities undertaken by the Special Representative of the Secretary-General, particularly to ensure greater efficiency in the implementation of national development and poverty reduction strategies
- In Timor-Leste, UNMIT has worked on youth employment and social economic development.

7. Over the past year, the General Assembly and its Special Committee on Peacekeeping Operations have reaffirmed the need to conduct United Nations peacekeeping operations so as to facilitate post-conflict peacebuilding, prevent the recurrence of armed conflict and move towards sustainable peace and development. Member States have emphasized the need for a coordinated strategic assessment and planning process for peacekeeping and peacebuilding activities in order to ensure an integrated and coherent approach for post-conflict peacebuilding and sustainable peace. The Special Committee has also acknowledged the important role that peacekeeping missions play in peacebuilding by supporting and enabling critical tasks as well as assisting host countries in developing critical peacebuilding priorities.[2]

8. The Security Council has appreciated the contribution of peacekeepers and peacekeeping missions to early peacebuilding and recognized the need to integrate the missions' expertise and experience into the development of peacebuilding strategy.[3] The Council has also undertaken to consider how peacekeeping operations can best support national authorities, as appropriate, to articulate peacebuilding priorities. Acting in accordance with these priorities, these Missions can both support other national and international actors in implementing peacebuilding activities and undertake certain peacebuilding tasks themselves.[4]

9. There is wide recognition of the imperative need to include peacebuilding elements in the mandates of peacekeeping operations, with a view to ensuring a smooth transition to a successful post-conflict phase and preventing the recurrence or continuation of armed conflict.[5] Similarly, the importance of the early consideration of peacebuilding activities in the Security Council's deliberations and

[2] See A/66/19.
[3] See S/PRST/2011/2.
[4] See S/PRST/2011/4.
[5] See S/PRST/2001/5.

ensuring coherence among peacemaking, peacekeeping, peacebuilding and development is also acknowledged.[6]

10. The narrative of interlinkage between peacekeeping and peacebuilding in the context of multidimensional missions is still evolving. The objective of this debate is to contribute to this process. It may be useful to focus discussion on the following themes:

(a) *Starting early*. With a view to ensuring a coherent and an integrated approach in conflict and post-conflict situations, it is essential to grasp the challenges of peacebuilding from the inception of a peacekeeping mission. In this regard, the few questions that merit attention are: How can peacebuilding challenges be factored into the integrated assessment and planning of the mission at the stage of the force requirement and force generation process, so that troops with requisite experience and training in peacebuilding-related tasks are deployed? How can the configuration of the mission, including its military, police and civilian components, evolve during the life of the mission to match peacekeeping and peacebuilding requirements?

(b) *Coordination and coherence*. The efficiency of multidimensional peacekeeping missions depends on the sound planning and coordination of peacekeeping and peacebuilding activities. Integrated planning, including integrated strategic frameworks, is an important mechanism to help coordinate and prioritize United Nations system activities aimed at the consolidation of peace. How could this mechanism be improved for overall efficiency? How to ensure that the allocation of resources by all relevant United Nations actors is in line with strategic priorities? How to identify a central lead role in this regard? What role can the Security Council play in the system and how can it benefit from the advisory, advocacy and resource mobilization roles of the Peacebuilding Commission? How can the coherence of the wider international community in support of national peacebuilding priorities be strengthened?

(c) *Optimizing comparative advantages*. Peacekeeping missions bring several comparative advantages to peacebuilding, including international legitimacy and political leverage derived from the Security Council's mandate and support, the unique ability to deploy a mix of civilian, police and military capabilities under a unified leadership, and a deep field presence. How can these comparative advantages be optimized to enhance the cost-effectiveness of the mission and guide its peacebuilding priorities and role vis-à-vis other peacebuilding actors?

(d) *Training and expertise*. For peacekeeping missions implementing peacebuilding tasks, we need trained military and police personnel who have institutional memory of previous peacekeeping deployments as well as other relevant experience. The imperative of operational readiness and professional excellence is self-evident. Key questions that arise are: How to identify trained and experienced uniformed peacekeepers who can also deliver peacebuilding tasks and engage effectively with their civilian counterparts and civilian population? How can the United Nations system be guided by the analysis of existing and emerging troop-contributing countries, with regard to the history and contribution of individual contributors?

[6] See S/PRST/2009/23.

(e) *Quick-impact projects.* Some peacekeeping contingents, such as those in UNMIL, have undertaken quick-impact projects, such as infrastructure development. How can such projects contribute more effectively to peacebuilding objectives?

(f) *Institution-building.* The Security Council has stressed the importance of institution-building as a critical component of peacebuilding and has given peacekeeping missions a broad range of mandates covering institution-building elements, in particular in the justice, security and enforcement areas. How can military and police components be more effectively engaged in supporting institution-building efforts, including through training and mentoring?

(g) *Partnerships.* The maintenance of international peace and security is a shared responsibility based on principles. It is a multilateral engagement among the United Nations Member States and between the Member States, the Secretariat and other stakeholders. Partnerships are strengthened by adherence to agreed principles of peacekeeping (consent of the parties, impartiality and non-use of force except in self-defence and defence of mandate) and relevant provisions of the Charter of the United Nations. The question is how to strengthen these partnerships in the context of mandating, planning and deploying multidimensional peacekeeping missions.

11. A concerted focus on the above-mentioned areas will enrich the discourse on multidimensional peacekeeping. Member States have so far pronounced themselves on the subject either through deliberations on respective Security Council mandates or on different clusters of multidimensional tasks. The debate will be an opportunity for a comprehensive discussion on the subject.

12. *Format.* The meeting will be held in the format of an open debate to be chaired by the Prime Minister of Pakistan. Secretary-General Ban Ki-moon will brief the Council.

13. *Outcome.* It is proposed that the Council adopt a resolution as an outcome of the debate.

Appendix

Abbreviations for United Nations missions

MICAH	International Civilian Support Mission in Haiti
MINURCAT	United Nations Mission in the Central African Republic and Chad
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUA	United Nations Observer Mission in Angola
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
ONUB	United Nations Operation in Burundi
ONUC	United Nations Operation in the Congo
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNAMSIL	United Nations Mission in Sierra Leone
UNIOSIL	United Nations Integrated Office in Sierra Leone
UNIFIL	United Nations Interim Force in Lebanon
UNISFA	United Nations Interim Security Force for Abyei
UNMEE	United Nations Mission in Ethiopia and Eritrea
UNMIH	United Nations Mission in Haiti
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Mission in the Sudan
UNMISS	United Nations Mission in South Sudan
UNMISET	United Nations Mission of Support in East Timor
UNMIT	United Nations Integrated Mission in Timor-Leste
UNOCI	United Nations Operation in Côte d'Ivoire
UNOMIL	United Nations Observer Mission in Liberia
UNOMSIL	United Nations Observer Mission in Sierra Leone
UNOSOM II	United Nations Operation in Somalia II
UNSMIH	United Nations Support Mission in Haiti
UNTAC	United Nations Transitional Authority in Cambodia
UNTAES	United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium
UNTAET	United Nations Transitional Administration in East Timor